

ROUTING AND RECORD SHEET

SUBJECT: (Optional)

National Capital Planning Commission (NCPC) Hearing

FROM:

Harry E. Fitzwater
Deputy Director for Administration
7D 24 Hqs

EXTENSION

NO.

DDA 84-0028/87a

DATE

28 June 1984

STAT

TO: (Officer designation, room number, and building)

DATE

RECEIVED

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OFFICER'S INITIALS

COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

1. Executive Director
7D 55 Hqs2. Deputy Director of
Central Intelligence
7D 6011 Hqs3. Director of Central
Intelligence

4. 7D 5607 Hqs

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DDA/HEFitzwater:kmg (28 Jun 84).

Distribution:

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15.

This is to advise you that the NCPC, at our hearing this morning, approved all of our on-site construction plans. Their approval is in accordance with the NCPC staff proposal which is attached.

You may not realize it, but this approval is a major step forward. We were concerned that it would get bogged down with the road issues but our proposed MDA with the state of Virginia (also attached) may have diffused that problem.

Signed

Harry

Attachments:

A. NCPC Staff Evaluation

B. Proposed MDA

STAT

DCI
EXEC
REG

BACKGROUND AND STAFF EVALUATION

Previous Commission Action

On December 1, 1983, the Commission approved the final site and building plans for the Headquarters Consolidation, Phase I, Bid Package No. 1, at the Central Intelligence Agency, Langley, Fairfax County, Virginia, as shown on NCPC Map File No. 2201.10(38.00)-29427.

On October 6, 1983, the Commission approved the preliminary site and building plans for the Headquarters Consolidation, Phase I, at the Central Intelligence Agency, Langley, Fairfax County, Virginia, as shown on NCPC Map File No. 2201.10(38.00)-29382, provided that a workable program of off-site road improvements, as necessary, be identified for Commission review prior to or in conjunction with the submission of Bid Package No. 2, and with the request that the General Services Administration and Central Intelligence Agency, in the preparation of final site and building plans:

1. provide back-up calculations for any adjustments or refinements in the proposed site improvements that may be necessitated by the off-site road improvements to be proposed in conjunction with the headquarters consolidation project;

2. intensify the proposed landscaping along Turkey Run Road in the vicinity of the motor pool, including the provision of additional planting south of the motor pool, adjacent to the road, on the tract that is under GSA jurisdiction, and provide scattered tree planting in the new parking areas west of the office complex;

3. provide detailed plans, including back-up calculations, for the stormwater management program, giving consideration to potential impacts of overland flows from 100-year stormwater discharges, the possible need for improvements to stabilize natural channels below storm sewer outfalls, and the potential use of wet pond retention facilities to aid in abating non-point sources of pollution; and

4. give further consideration to the proposed color of the glass curtain wall material to determine whether a bronze or grey color would be more compatible with the dominant pre-cast concrete character of the existing CIA Headquarters Building than the proposed light aqua-green color.

The landscaping shown in the final site and building plans with Bid Package No. 1 included intensification of the landscaping in the area adjacent to the motor pool and in the new surface parking lots west of the office complex. Trees and planters were also added to the top deck of the parking garage in the plans submitted as part of Bid Package No. 1. The earlier submission also included the back-up calculations for the stormwater management plan, which was approved in final form as part of Bid Package No. 1. As noted at the time of the review of the final plans for Bid Package No. 1, the General Services Administration has initiated repair of the channels below the storm sewer outfalls and the detention ponds have been designed to insure no overflow to the nearest buildings or neighboring properties for 100-year storms.

The Agency advises that it has carefully studied the color of the glass curtain wall and has selected a shade of green that it believes will be compatible with the character of the existing CIA headquarters building. The sample provided with the current submission does not have the aqua-green appearance that was so dominant in the renderings submitted with the preliminary site and building plans.

Since the previous Commission review, the Agency has continued to work intensively with the Virginia Department of Highways and Transportation, the Fairfax County Government, and the community in an effort to develop a workable plan for off-site road improvements. This work has been conducted through a task force convened by the Agency. With funding provided by the Agency, VDH&T hired a consultant, who conducted an analysis of feasibility of several roadway improvement options. Upon recommendations of the task force the consultant has studied two of the options in greater detail in recent weeks, one involving grade separations at the south entrance to the site and the other involving grade level improvements.

In recent weeks, the Agency and VDH&T have coordinated in development of an agreement on a traffic management program which would avoid the necessity of widening Route 123 at this time. Under such an agreement the Agency would place funds in an escrow fund for future widening of the highway if CIA is found to be generating increased rush hour traffic in spite of the management program. The agreement is now in draft form.

The staff believes the draft agreement and the options for off-site improvements, which have been shown to be workable, constitute a workable program for off-site road improvements. The selection of a preferred plan will not, however, occur by the time of the June 28 meeting of the Commission. The staff has, therefore, reviewed the current submission under the assumption that work of the task force will need to be continued beyond the June 28 date.

Description of Proposal

The current submission constitutes the final submission of plans for Phase I of the CIA Headquarters consolidation project. The Phase I plans were divided into two separate bid packages. Following the Commission's approval of final plans for Bid Package No. 1, a contract for construction was awarded, and construction has begun.

The overall Phase I project involves the construction of a new office structure with approximately 1.1 million square feet of floor area, a 2,400 space parking garage, associated parking lot rearrangements and roadwork, a new visitors center, modifications to the power plant, and other related improvements. The budget for Phase I also includes funds for necessary off-site road improvements to accommodate the 3,000 additional employees to be consolidated at the site. The Phase II development at the Langley site, which has not been programmed, involves more modest improvements planned for the Scattergood-Thorne tract, which is owned by the Federal Government but occupied by prior owners under a life tenancy agreement.

The portions of Phase I included in this final submission include the new office structure (for which foundation work was included in Bid Package No. 1), the visitors center building, and associated site landscaping in the vicinity of these structures that was not included in Bid Package No. 1. Final plans for the parking garage, power plant expansion, roadway and parking lot improvements, and landscaping throughout most of the site, including the area along Savile Lane and along Turkey Run Farm Road near the motor pool, were included in the previous submission. The final plans are consistent with the preliminary plans approved by the Commission. Since the Commission's recommendations at earlier stages largely involved site and landscape improvements, the final plans for the office structure have proceeded largely unchanged from the earlier review.

The new office space will be provided in a six-story structure approximately 230 feet southwest of and parallel to the existing headquarters building (approximately 70 feet southwest of the existing cafeteria). The new building will be linked to the existing building by corridors which will, in effect, create an enclosed courtyard framing the cafeteria. The ground level and the first three of the six floors in the new structure will be below the grade of the crest of the hill into which the building has been sited. The fourth floor of the new structure, at the grade of the top of the hill, will serve as the entrance level from the new parking garage and related parking areas. The ground level and first four floors will be approximately 800 feet long (the approximate length of the existing building) and approximately 260 feet wide. The fifth and sixth stories will be expressed in two towers, symmetrically placed around a central entrance axis, near the ends of the structure. These two towers would be approximately 230 feet by 230 feet. The building height will be generally comparable to the height of the upper massing elements of the existing building.

Excavated material from the hillside construction will be used as fill to provide a direct pedestrian spine between the new parking garage and fourth floor entrance, which was included in the final plans for Bid Package No. 1. From this level, employees will circulate vertically to the lower levels via a series of escalators in a glass tiered atrium lobby facing the existing headquarters and cafeteria. Several banks of elevators will provide access to the fifth and sixth floors. The space in the building will be devoted to general office use and accommodation of computers and other equipment. Although possible typical office layouts were included in the preliminary plan submission, the precise partition layout will not be planned until later in the construction process.

Service cores are indicated on the plans, and space for employee service and convenience facilities has also been designated, largely adjacent to and in the atrium lobby area.

The office structure will have glass facades, with light green tinted glass panels. The ground level facades will be of precast concrete panels to provide a sense of continuity in relation to the pronounced base level of the existing building. A barrel-vaulted skylight will cover the entrance corridor leading from the garage side of the new office building to the lobby facing the cafeteria. The tiered lobby wall will contain exterior planter ledges at each building floor level.

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The new visitors center will be located on the access road from Route 123, approximately 1,200 feet north of the highway, within the CIA tract. The visitor center improvements include a parking lot accommodating 30 cars, a one-story visitor reception building, approximately 68 feet by 35 feet, and guard booths. The existing access drive would be widened to a four lane divided roadway between Route 123 and the visitor center. Because of concerns of adjacent neighbors, 600 to 800 feet to the east, about potential noise from the visitor center, the final plans provide for additional trees in the wooded area just east of the visitor center, consistent with the provisions of the preliminary site and building plans. Approximately 100 Red Maple, Dogwood, and Tulip trees are proposed in this area. Farther east, additional evergreens will be planted in two informal screen rows. All of this planting will supplement the landscaping along Savile Lane for which final plans were reviewed in the previous submission and the existing scattered wooded areas between the visitors center and Savile Lane.

Conformance with Comprehensive Plan

The proposed project is consistent with the Federal Facilities element of the Comprehensive Plan for the National Capital, which designates the CIA site as a principal office location for "Executive Branch Administration Facilities." This element provides for a recommended maximum parking ratio of one space for each two employees. Because of displacements of some 1,000 employees from the Langley site during the past decade to house computers and other equipment, the 3,000 employees to be consolidated on the site represent a net of 2,000 employees over the levels of the early- and mid-1970's. Therefore, the 1,000 net increase in parking spaces in relation to the 2,000 net increase in employees is consistent with the recommended maximum parking level contained in the Federal Facilities element.

Conformance with Master Plan

As noted at the time of the approval of the preliminary site and building plans, the basic program, land uses and improvements in the project plans are consistent with the master plan for the CIA site approved by the Commission on January 21, 1982. No master plan conformity issues are raised in the current submission.

Environmental Impact

Pursuant to P.L. 91-190, the Central Intelligence Agency and the General Services Administration determined that an environmental impact statement is not required for the proposed project. In lieu thereof, an environmental assessment was submitted in connection with the master plan submission.

The most significant impacts as a result of the plan are those relating to subsurface and landform. The plan will have severe impact on the area's subsurface and geological environment. The proposal would result in a large amount of excavation and spoil removal. As noted in the previous review, the amount of overburden to be excavated and removed from the

hillside where the new office building will be sited has been reduced from the 355,000 cubic yards estimated at the time of the master plan review to 225,000 cubic yards. CIA no longer anticipates hauling the material from the site but rather will utilize all excavated material suitable for fill in creating the new land forms around the proposed parking garage.

Land forms and surface drainage will be altered significantly. The amount of impervious area will increase by approximately eight acres and runoff by twelve percent. The previous submission included calculations confirming that, through the use of the proposed detention areas, the rate of stormwater runoff will be reduced following completion of the project.

Currently, some of the roadways in the area of the site are functioning below desired levels of service in either the AM or PM rush hour period. According to the assessment, traffic loads generated by the proposed consolidation could, if unregulated, create additional traffic congestion problems off-site. The CIA proposes staggering work hours to spread out the impact of increased traffic flows during the AM and PM peak hour periods.

Employment and Housing

As noted at the time of the master plan review, because the 3,000 employees being relocated to the site are currently employed in the National Capital Region, GSA and CIA have not identified any housing requirements associated with the consolidation. The vast majority, 78%, of the employees to be relocated to the site presently live in Virginia. Eight percent live in the District of Columbia, and 14% live in Maryland.

Historic Preservation

Pursuant to the provisions of the National Historic Preservation Act, a Phase I archeological survey was conducted on the CIA site by Fairfax County. This survey was reviewed by the Virginia Research Center for Archeology of the Virginia Historic Landmarks Commission, which has concluded that no further survey work is necessary on the site.

Evaluation of Proposal

No major issues are raised by the final site and building plans for the improvements contained in Bid Package No. 2. During the course of the preparation of the project plans, the Agency has responsibly and effectively responded to all of the concerns and recommendations of the Commission regarding the project design and plans.

As noted, a final plan for the off-site road improvements has not been submitted with the current submission materials, but the staff believes, as noted, that the draft agreement on traffic management and the reasonable alternatives for off-site road improvements, on which review and evaluation are now nearing completion, constitute a workable program concerning the provisions for access to the site.

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Therefore, the staff believes the most reasonable approach for Commission action on the final site and building plans would be to approve the plans, except the provisions for the southernmost part of the south access road that might be affected by the ultimate plan for the off-site road improvements at Route 123. Approximately 400 feet of the access road would be excepted from the plan approval under this approach. The staff recommends that, in conjunction with such an approval, the Commission indicate clearly that it is taking no action on a final plan for the off-site improvements and that the Agency must submit the preferred plan when selected, along with back-up calculations and any adjustments necessary in the plans for the access road. This approach will allow the work of the task force to proceed without pressure to select a preferred plan by June 28.

As an option to this action, the Commission could defer action until a preferred off-site road plan is selected. The Agency has, however, already delayed the requested Commission review date by one month from its earlier schedule. Since workable plans for the off-site improvements are available and so much progress has been made in the work of the task force, the staff believes approval of the final site and building plans at this time is appropriate.

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